United Nations E/2001/67

Economic and Social Council

Distr.: General
11 May 2001
English
Original: French

Substantive session of 2001
Geneva, 2-27 July 2001
Item 7 (f) of the provisional agenda*
Coordination, programme and other questions: long-term programme of support for Haiti

Long-term programme of support for Haiti

Report of the Secretary-General

Contents

		Paragraphs	Page
	Introduction	1–4	3
I.	National situation and economic context	5–24	3
	A. Results of the electoral processes in 2000	5–19	3
	1. Legislative, municipal and local elections of May and July 2000	5–11	3
	2. Presidential election of 26 November 2000	12–14	4
	3. Assumption of office by President Aristide and a new Government	15–17	4
	4. United Nations support for the electoral process	18–19	5
	B. General economic situation and development assistance since the summer of 2000	20–24	5
II.	Principal activities of the United Nations development system in 2000	25–46	6
	A. Activities of the International Civilian Support Mission in Haiti (MICAH) in institution-building and promotion of human rights, and the post-MICAH transition programme of the United Nations Development Programme (UNDP)	25–40	6
	1. Primary results achieved by MICAH	25–35	6
	(a) Police pillar	25–26	6

* E/2001/100.

01-37034 (E) 010601 050701

	(b) Justice pillar	27–30	6
	(c) Human rights pillar	31–35	6
	2. UNDP proposal for a post-MICAH transition programme	36–40	7
B.	Role of the Resident Coordinator	41–43	8
C.	Principal activities of the United Nations system	44–46	8
III.	Progress towards the elaboration of a long-term programme of support	47–63	9
A.	The Common Country Assessment (CCA) process	47–54	9
B.	Progress in formulating the United Nations Development Assistance Framework (UNDAF) for the period 2002-2006	55–59	10
C.	The World Bank, the International Monetary Fund and the Poverty Reduction Strategy Paper (PRSP)	60–62	12
D.	Relations between the CCA/UNDAF and the PRSP	63	12
IV.	Observations	64–66	12

Introduction

1. In its resolution 1212 (1998) of 25 November 1998, the Security Council, while extending the mandate of the United Nations Civilian Police Mission in Haiti (MIPONUH), recognized the indispensable role of international assistance in promoting sustainable development in Haiti, and invited United Nations bodies and agencies, especially the Economic and Social Council, to contribute in designing a long-term programme of support for Haiti. Subsequently, the Economic and Social Council, in its resolution 1999/4 of 7 May 1999, created an Ad Hoc Advisory Group on Haiti, which undertook an assessment mission to Haiti, conducted wide-ranging consultations and submitted recommendations (E/1999/103) to the Council at its substantive session of 1999. The recommendations were aimed at ensuring that the development assistance provided to the Haitian Government by the international community was adequate, coherent, well coordinated and effective.

2. Building upon the recommendations of the Ad Hoc Advisory Group, the Economic and Social Council adopted resolution 1999/11 on 27 July 1999, in paragraph 2 of which it requested the Secretary-General, in consultation with the Government of Haiti, "to take the necessary steps to develop on a priority basis a long-term strategy and programme of support for Haiti", and set forth the following key sectors of development to be targeted by the programme of support: education, peace-building, poverty eradication, social integration, productive employment, trade, durable recovery and sustainable development. The overall strategy envisioned involves capacity-building in both governmental and civil society institutions.

3. The Economic and Social Council, in its resolution 1999/11, requested, for its substantive session of 2000, an integrated synthesis report on the elaboration and implementation of the long-term programme of support for Haiti, including observations and recommendations on the work of the relevant United Nations bodies in their respective areas of competence. The report covered progress achieved and constraints faced by the international community, including United Nations bodies, in that regard from the time the resolution was adopted to May 2000. It complemented recent progress reports on MIPONUH and the International Civilian Mission in Haiti (MICIVIH) and the reports submitted on a regular basis as called for in General Assembly resolution 54/193, by which the Assembly established the International Civilian Support Mission in Haiti (MICAH) to replace MIPONUH and MICIVIH, whose mandates expired on 15 March 2000.

4. The Economic and Social Council, in its decision 2000/235 of 27 July 2000, took note with satisfaction of the report of the Secretary-General on the elaboration and implementation of the long-term programme of support for Haiti and requested the Secretary-General to report to the Council at its next substantive session on steps taken by the Haitian Government, the United Nations system and the international community towards the elaboration of a long-term programme of support for Haiti and on practical modalities for its implementation.

I. National situation and economic context

A. Results of the electoral processes in 2000

1. Legislative, municipal and local elections of May and July 2000

5. Following the political agreement of 5 March 1999 comprising resolutions for ending the crisis, and the presidential decrees of 16 March and 22 July 1999 concerning, respectively, the establishment of the Provisional Electoral Council (CEP) and the publication of the electoral law, the date of the first round of voting for the legislative, municipal and local elections, which had initially been scheduled for 28 November 1999, was set, after several postponements, at 21 May 2000 (presidential decree of 17 April 2000).

6. Voter turnout in the first round, at about 60 per cent, was by far the highest since 1990. The first press release issued by the Electoral Observation Mission of the Organization of American States (OAS) after the election indicated that, according to the preliminary information gathered, the election had taken place in an acceptable and credible fashion. However, the Mission also pointed out that, in some areas, a number of serious irregularities had affected the elections.

7. On 31 May 2000, the OAS Electoral Observation Mission, in a letter to the President of CEP, drew

attention to a serious error in the calculation of the absolute majority required for election to senatorial posts. According to the Mission, although the calculations had been made taking into account the absolute majority of the total number of valid votes, in conformity with the electoral law, a second round of voting should have been held in eight cases in which the candidates had been declared elected by CEP after the first round. The Mission also stated that the credibility of the entire electoral process would be compromised if that "serious error" was not corrected.

8. In a press release issued on 14 June 2000, the Secretary-General of the United Nations expressed his expectation that, in calculating the final results, the Haitian electoral authorities would strictly adhere to the procedures stipulated in the electoral law.

9. As the national authorities refused to recalculate the results, the President of CEP left the country on 16 June, saying that he was under pressure and feared for his safety. Subsequently, two other CEP members, who represented the opposition, also resigned. On 27 June, President Préval appointed three new members without consulting the opposition. The opposition parties then announced their intention to boycott the second round of the elections.

10. The second round of the elections, which concerned only the Chamber of Deputies, took place on 9 July 2000. The OAS Electoral Observation Mission decided not to observe this second round, as it considered that the results of the senatorial elections could "not be the basis for a credible and fair electoral process".

11. The final results of these elections were published in the official gazette, *Le Moniteur*, on 3 July (local government authorities) and 11 August 2000 (senators, deputies and supplementary partial elections). The Fanmi Lavalas party took 18 of the 19 contested Senate seats and 72 of the 83 seats in the Chamber of Deputies. The new Parliament was seated on 28 August 2000.

2. Presidential election of 26 November 2000

12. CEP was given the task of organizing the presidential election of 26 November 2000, as well as the elections for the remaining one third of the Senate seats.

13. The core of the opposition, grouped in a tactical alliance known first as the "Groupe de convergence" and then as the "Democratic Convergence", adhered to the position that the 21 May elections were so fraudulent that they should be annulled, that a provisional government should be appointed and that new elections should be held under the leadership of a new CEP. It therefore ruled out any participation in the November 2000 elections. Consequently, only a few candidates, who were not very representative, stood against the candidate of the Fanmi Lavalas party, Jean-Bertrand Aristide.

14. The pre-election period was marked by a climate of violence, with the explosion of home-made devices in the capital. The elections, held without official international assistance or observation, took place on 26 November. CEP asserted that the turnout was 60.5 per cent, while independent sources reported a rate of 10 to 20 per cent. Jean-Bertrand Aristide won the election by a very wide margin, with 92 per cent of the vote, according to official CEP figures. Fanmi Lavalas also won the nine contested Senate seats.

3. Assumption of office by President Aristide and a new Government

15. Jean-Bertrand Aristide took office on 7 February 2001. Less than a month later, on 1 March, the Haitian Parliament approved the appointment of Jean-Marie Chérestal as Prime Minister after he had presented his overall policy statement and the composition of his Government. At the same time, a great deal of tension persisted between the new leadership and the Democratic Convergence.

16. In this polarized political context, OAS provided support to facilitate a negotiation process between the parties and efforts to reach consensus on a political agreement to end the crisis. In this context, several good offices missions took place. The first, in August 2000, was headed by the Secretary-General of OAS, Mr. César Gaviria. Between September 2000 and April 2001, a number of missions were headed by Mr. Luigi Einaudi, Assistant Secretary-General of OAS; nonetheless, a political agreement could not be reached. While some of these missions were of an informational nature, most of them, particularly the one in October 2000, were for the purpose of mediation.

17. In a statement to the press on 13 February 2001, the United Nations Security Council called on the

Haitian authorities and politicians to actively continue their efforts at reconciliation and to resolve their differences through dialogue. They encouraged OAS, and particularly its Secretary-General, to continue their efforts to mediate between the Government and the opposition.

4. United Nations support for the electoral process

18. The United Nations provided support for the process leading up to the general, municipal and local elections of May/July 2000. The Secretary-General's Representative was responsible for the political coordination of the process, while the United Nations Development Programme (UNDP) provided technical assistance through a team of some 15 electoral specialists. Close coordination was maintained throughout this period with the Electoral Assistance Division of the United Nations Department of Political Affairs.

19. Despite an official request from the Haitian authorities for technical assistance with the presidential elections of November 2000, the United Nations concluded, following a mission by the Electoral Assistance Division in September 2000, that it could not continue to assist CEP with the preparations for those elections, given the political situation in Haiti.

B. General economic situation and development assistance since the summer of 2000

20. Haiti occupied 150th place in the most recent human development indicator ranking by UNDP (*Human Development Report*, 2000,[1] table 1). The economic situation in 2000 was characterized by the following main elements:

- The growth rate of gross domestic product (GDP) remained about the same as in 1999, that is 2.2 per cent, which did not help to offset the poor results of the public finances. In fact, the budget deficit in 2000 rose to 1,950 million gourdes and was financed by the Central Bank. That figure is more than two and a half times the deficit authorized in the agreements with the International Monetary Fund (IMF). As a result, inflation increased from about 10 per cent to more than 18 per cent at the end of 2000;
- The balance of payments showed a reduction in exports and a marked increase in imports. Foreign investment was virtually non-existent. The foreign debt was affected by the rise in oil prices on the international market. The Government, which had been absorbing the bulk of this increase in international prices, was forced to pass it on at the pump. Électricité d'Haïti then doubled its price per kilowatt, leading to a significant increase in production costs in the industrial sector, which was already in poor shape.

21. The year 2000 was thus characterized in general by a reduction in activity, recession, a sizeable budget deficit, sharp inflation, difficulties with domestic public debt management and the weakness of the tools of the Central Bank in the face of these complex problems. This led overall to a decline in the quality of life of households, their purchasing power and the level of employment. Official development assistance, which has been declining, was not able to respond adequately to the country's too numerous problems.

22. The persistence of the institutional and political crisis, which was exacerbated following the elections of 21 May, has created in the country conditions that are hardly conducive to the promotion of sustainable development. A number of basic reforms have not received all the necessary attention from the national authorities, particularly in the areas of decentralization, for which provision was made in the 1987 Constitution, and administrative and judicial reform.

23. The political gridlock has also continued to have an adverse effect on the ratification of the new loan agreements with the international financial institutions. In December 2000, the World Bank scaled down its permanent presence in Haiti, its activities there being limited to three projects due to be completed in 2001. The World Bank is now represented by a liaison officer based in the Dominican Republic.

24. This gridlock has also adversely affected the overall level of disbursement of development assistance and, consequently, the volume of foreign contributions channelled through the agencies of the United Nations system.

II. Principal activities of the United Nations development system in 2000

A. Activities of the International Civilian Support Mission in Haiti (MICAH) in institution-building and promotion of human rights, and the post-MICAH transition programme of the United Nations Development Programme (UNDP)

1. Primary results achieved by MICAH

a. Police pillar

25. In accordance with an agreement between the Haitian National Police (HNP) and MICAH, the Mission's advisers were deployed at both the central and departmental levels to provide technical assistance to their HNP counterparts. All the advisers, in conjunction with their Haitian counterparts, conducted evaluations, which served as the basis for the development of individual work plans for each of them. They also prepared end-of-mission reports. All these documents, along with the various technical documents drafted with the assistance of the advisers (including proposals for regulations and procedures), will be essential elements in the context of the continued efforts to professionalize HNP.

26. MICAH focused its activities on the central command, management and control structures of HNP, including the Inspectorate General and the departmental centres. The Mission also emphasized on-the-job training. It developed and put in place administrative and management tools and procedures, strengthened capacities at the decentralized level, contributed to the launching of a permanent recruitment programme and drafted a career development plan, which is an essential element for the reduction of the high number of resignations among police officers. The new reporting procedures just adopted should contribute to the enhancement of the quality of investigations and facilitate the elaboration of anti-crime strategies.

b. Justice pillar

27. Following the formulation and acceptance of the MICAH programme for the justice and prison sectors, the MICAH advisers also conducted evaluations, after which individual work plans were developed. These evaluations dealt principally with the Ministry of Justice, the Judges School and the Prison Authority.

28. MICAH assisted with the drafting of certain laws relating, inter alia, to the statute of the Judges School, the Superior Council of the Judiciary, the Judicial Inspectorate and action to combat money-laundering and drug trafficking. MICAH also provided support on two occasions for the holding of meetings, at which draft laws were discussed and draft amendments formulated.

29. In addition, MICAH contributed to the development of legal aid programmes for the most disadvantaged and the improvement of management techniques in the courts and the Ministry of Justice.

30. With regard to the prisons sector, in addition to conducting evaluations, the MICAH advisers provided technical assistance to the managerial staff of the Prison Authority at the level of the central administration, the National Penitentiary and the regional supervision team. They also assisted with the reorganization of the Prison Authority's training centre and the consolidation of the system of prison registries.

c. Human rights pillar

31. MICAH provided technical assistance to the Office of the Ombudsman in the areas of institutional development and processing and analysis of complaints. The MICAH advisers contributed in particular to the elaboration of a draft Office of the Ombudsman organization act, the formulation of a revised development plan and the introduction of procedures and computerized systems for the analysis and processing of complaints. MICAH also promoted contacts between the Office and civil society organizations.

32. Following a consultation process, MICAH developed a capacity-building programme for non-governmental organizations working in the human rights field. Several seminars have been held in this context covering such areas as verification, data management, relations with the national and international authorities, and resource management and

mobilization. Activities for the promotion of human rights have also been organized in conjunction with the United Nations Educational, Scientific and Cultural Organization (UNESCO), notably within the framework of activities relating to the culture of peace.

33. MICAH conducted several investigations following reports of intimidation and violence linked to the political and electoral situation. MICAH advisers also monitored the Carrefour-Feuilles and Raboteau trials.

34. Training in human rights was provided for the instructors of the Police Academy and the Prison Authority training centre. Specific training modules have been developed for future classes.

35. A compilation of documents on human rights has been put together, including training documents and materials prepared by the International Civilian Mission in Haiti (MICIVIH) and MICAH. MICAH, UNDP and UNESCO have held preliminary discussions on modalities for establishing a human rights documentation centre in Haiti.

2. UNDP proposal for a post-MICAH transition programme

36. In his report of 9 November 2000 on MICAH (A/55/618), the Secretary-General stated that "in this climate of political turmoil and instability, and with national counterparts often lacking or distracted by political concerns, it will be necessary to devise new forms of technical assistance that might better allow the United Nations system to continue supporting the Haitian people. It is my view, therefore, in the light of the conditions in Haiti, that a renewal of the mandate of MICAH is not advisable, and it is with regret that I recommend that the Mission be terminated when its mandate draws to an end on 6 February 2001. In preparation, discussions have already commenced among UNDP, MICAH and the Friends of the Secretary-General for Haiti, in consultation with other members of the United Nations system, with the aim of designing a programme of assistance to the Haitian people that is commensurate with the country's political realities and absorption capacity" (para. 42).

37. In a press release of 13 February 2001, the United Nations Security Council requested United Nations agencies, particularly UNDP, to work closely with the Haitian authorities on the restructuring of the security forces and the judicial system and on strengthening human rights.

38. Following the Secretary-General's recommendation, and in consultation with the Department of Political Affairs, MICAH and the Friends of the Secretary-General for Haiti, UNDP has therefore prepared a post-MICAH programme proposal aimed at consolidating the achievements of the Mission and its predecessors. This proposal is based on current UNDP programmes concerned with the rule of law and comprises five main goals: (a) national capacity-building in the judicial sphere; (b) support to the participatory process of judicial reform; (c) improved access to justice; (d) consolidation of institution-building in the main bodies responsible for public security, the Haitian National Police and the Prison Authority; and (e) national capacity-building in the area of respect for and promotion of human rights. The proposal also envisages the development of a partnership with the other specialized agencies of the United Nations system, particularly the United Nations Children's Fund (UNICEF) (justice for minors, promotion of fundamental rights and gender equity), the United Nations Educational, Scientific and Cultural Organization (UNESCO) (culture of peace and promotion of fundamental rights), the United Nations Population Fund (UNFPA) (promotion of gender equity and reproductive rights), the Food and Agriculture Organization of the United Nations (FAO) (land issues) and the Office of the United Nations High Commissioner for Human Rights.

39. Given the concerns expressed by donors relating to continued international aid to the most sensitive sectors, UNDP has worked out and submitted to the Government a number of commitment criteria and/or prior conditions, in the light of which international partners will be able to decide on their participation in the programme.

40. On the basis of its limited financial resources, UNDP has already begun some of the essential activities under the post-MICAH programme and recruited a number of former MICAH technical advisers. The implementation of the programme as a whole will depend on the financing provided. In that regard, UNDP held a donors' meeting in New York on 11 April 2001.

B. Role of the Resident Coordinator

41. Ten resident organizations, including the Bretton Woods institutions and the International Organization for Migration (IOM), are in charge of the operational activities of the United Nations system to promote development in Haiti. Over the past two years, coordination of the activities has steadily improved thanks to the implementation of the Secretary-General's reform programme and particularly the avenues opened up by the Common Country Assessment/United Nations Development Assistance Framework (UNDAF) process.

42. To ensure close collaboration between resident agencies and the Mission and complementarity in their work, General Assembly resolution 54/193, of 17 December 1999, recommended that the United Nations Resident Coordinator should continue to be the Deputy to the Representative of the Secretary-General and Head of MICAH, which was the case until the Mission's end on 6 February 2000.

43. The Resident Coordinator also took part in the meetings of the Contact Group organized by the World Bank in both Port-au-Prince and Washington, D.C. In that context, he informed partners from the international community of the progress achieved in the area of the Common Country Assessment and UNDAF, of the situation relating to the electoral process and of the coordination of activities by the development agencies of the United Nations system, particularly UNDP and MICAH, in relation to the rule of law. He also encouraged donors to make use of the operational, technical and management capacities of the agencies of the United Nations system for the implementation of international cooperation projects.

C. Principal activities of the United Nations system

44. In 2000, within the framework of their individual mandates, the agencies of the United Nations system in Haiti continued to execute their respective programmes, often through coordinated inter-agency initiatives. The following areas were targeted more specifically:

- Support to the justice process (MICAH, UNDP);
- Institutional support to the Haitian National Police (MICAH, UNDP);
- Promotion of human rights (MICAH, UNDP, UNICEF, UNFPA);
- Peace-building, conflict prevention (MICAH, UNESCO);
- Advocacy for children's rights (UNICEF);
- Capacity-building in the field of statistics (UNFPA, UNICEF, International Labour Office (ILO), UNDP);
- Promotion of productive employment and combating social exclusion (ILO, UNDP);
- Support to the electoral process (UNDP, MICAH, Department of Political Affairs);
- Support to the process of administrative reform and decentralization (UNDP, United Nations Capital Development Fund (UNCDF));
- Financial and fiscal policy-making (IMF);
- Environmental management and preparation of a National Plan for Risk and Disaster Management (UNDP, UNICEF, World Food Programme (WFP), FAO, World Health Organization/Pan American Health Organization (WHO/PAHO));
- Strengthening of health services in the areas of reproduction and maternal mortality (UNFPA, WHO/PAHO);
- Anti-measles vaccination programme (WHO/PAHO, UNICEF);
- Prevention of and combating the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) epidemic (Joint United Nations Programme on HIV/AIDS (UNAIDS));
- A school feeding programme to benefit those in greatest need (WFP);
- A literacy and vocational training programme for the neediest children and young adults (UNESCO);
- Migration (IOM, UNESCO);
- Sustainable rural development (FAO, WFP);
- Improving food security in the most vulnerable areas (WFP, FAO).

45. In 2000, United Nations agencies also continued their efforts to give a concerted response to the goals set out by world conferences. The following are a few

examples of activities undertaken jointly by the United Nations system in support of those goals, as described in the annual report of the Resident Coordinator for 2000:

- As follow-up to the World Conference on Education for All, UNICEF and UNESCO supported the participation of the Haitian delegation in regional meetings in Santo Domingo and Dakar, as well as the Summit of the Americas in Washington, D.C., on determining quality indicators in education;
- The United Nations Theme Group on Gender provided the necessary technical and financial support for the preparation of the report on the in-depth review and evaluation of the Platform for Action of the Fourth World Conference on Women,[2] and for the validation of the report and its submission to the General Assembly of the United Nations at the special session;
- As follow-up to the World Summit for Children, the Government and UNICEF took part in the fifth Ministerial Meeting on Children and Social Policy in the Americas, the purpose of which was to review the situation regarding the Decade goals for child survival, protection and development;
- As follow-up to the resolutions and recommendations of the World Food Summit, FAO worked with the Government in several areas, including the preparation of the nutritional profile of Haiti;
- Significant progress has been made in following up three of the principal environmental conventions, namely, on biological diversity (Convention on Biological Diversity[3]), climate change (United Nations Framework Convention on Climate Change[4]) and, to a lesser extent, desertification (United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa[5]), thanks to the insertion of implementation strategies in the national environment action plan;
- Lastly, the study financed under the Common Country Assessment to review follow-up at the national level to major United Nations conferences and international conventions ratified by Haiti was completed.

46. Mr. Adama Dieng, the independent expert on the situation of human rights in Haiti, presented his reports to the General Assembly (A/55/335) and the Commission on Human Rights (E/CN.4/2001/106). Mr. Dieng resigned on 15 March 2001 in order to take up a new position, and no new independent expert has yet been appointed by the Commission.

III. Progress towards the elaboration of a long-term programme of support

A. The Common Country Assessment (CCA) process

47. The Common Country Assessment document was finalized in October 2000. The Prime Minister and the Resident Coordinator emphasized, in the foreword to the CCA document, that the Government and the United Nations system had a twofold objective in initiating the Common Assessment process, namely on the one hand to find a consensus between the Government, the United Nations system, civil society and the donor community on the present development situation of Haiti, on the main constraints to that development and on the general orientation to be given to subsequent efforts; and on the other hand to provide a basis for the Government immediately to draw up a long-term development strategy framework and, through the United Nations system, a Development Assistance Framework for the period 2002-2006. They added that, by all accounts, the process which had enabled the document to be drawn up met that twofold objective.

48. The CCA for Haiti, a participatory process par excellence, involved about 200 people representing the main sectors of Haiti's development partners. Discussion of the various points of view, mainly by representatives of the State, civil society and the private sector within the 18 expanded groups, led to a better understanding of the obstacles to progress, shed light on basic issues and suggested new approaches for solving them.

49. The CCA document comprises: (a) an initial part, made up of diagnosis and analysis: the assessment as such; (b) a second part which identifies the key issues, strategic themes and entry points of a global intervention framework to be defined at a later stage; and (c) a third, methodological part geared to strategic

and systemic discussion of the work of the expanded groups.

First part: the assessment

50. The assessment deals with the three main organizational areas of Haitian society, namely: governance, the economy and the population-space-natural resources, culture and basic social services paradigm. After describing the political, economic and social crisis experienced by the country as it goes through a democratic transition, the assessment reviews changes to Haitian society, thus adding a dynamic perspective. The first part concludes with an analysis of cross-cutting but central themes, such as: the precariousness of human development, poverty and social inequalities, human rights, gender equity, children's rights, the language question, and the follow-up/monitoring of development activities.

Second part: key issues, strategic themes and entry points

51. The second part of the document aims to (i) provide a conspectus of the key issues emerging from the analysis undertaken in the assessment proper; (ii) identify the priority strategic themes that follow from these key issues; and (iii) formulate the entry points for the strategic framework. Identifying the strategic themes and formulating the entry points have proved to be the most important tasks in the development of the document from the standpoint of a better understanding of the choices made subsequently in the context of UNDAF.

52. The ten priority strategic themes identified in the context of the Common Assessment are the following:

1. Providing education for all, with full and coherent development of human resources;

2. Ensuring democratic governance by establishing and strengthening the key institutions of a law-based State and the recognition of the status of citizen;

3. Harnessing and disseminating successful experience and good practice in terms of collective activities;

4. Basing the development of individual and collective potential on what is to hand;

5. Developing a strategy for job-intensive economic growth and sharing the fruits of growth;

6. Integrating the struggle against poverty into policies and activities to improve the standard of living and the quality of life;

7. Ensuring sustainable rural development and food security;

8. Protecting and developing environmental resources and the sustainable use of space;

9. Establishing a peace culture and an open relationship with the region as a whole;

10. Elaborating a strategic long-term development framework and the guidelines for international cooperation.

53. The assessment then proposes three basic components for a future strategic framework, which constitute reference points for action. Situated as they are at the junction between the assessment and the strategic framework, these elements are at one and the same time exit points for the assessment and entry points for the strategic framework. The entry points are as follows:

1. The rule of law;

2. Human rights;

3. Human development.

Third part: a systemic reading of the assessment

54. The third part explains the method followed, namely, a systemic approach, which proved to be a rich source of lessons in strategic thinking.

B. Progress in formulating the United Nations Development Assistance Framework (UNDAF) for the period 2002-2006

55. Since September 2000, following the CCA exercise, the United Nations system country team has been engaged in formulating the UNDAF for the period 2002-2006 on the basis of the terms of reference prepared jointly by the United Nations country team.

56. The first activity undertaken in the context of the UNDAF process was the organization in September 2000, with the support of the United Nations

Development Group Office (DGO) and the ILO Training Centre (Turin), of a workshop on (a) improved planning, management and execution of the CCA/UNDAF process in a participatory manner; and (b) working more effectively as a team. A training workshop on management geared to results and the logical framework was also organized with the support of UNFPA.

57. Three inter-agency theme groups have subsequently been set up in the context of formulation of the UNDAF, namely:

- Governance/Rule of law Group;
- Food security/Sustainable rural development Group;
- Education for all/Basic social services Group.

58. The theme groups worked intensively during the fourth quarter of 2000. Following a process of review and approval, their three reports were finalized and sent to a consultant responsible for facilitating the editing of the UNDAF document. This document was finalized in April 2000.

59. The final structure of the UNDAF has been determined, in general terms, in the following way:

- **The overall objective** of the UNDAF, which will serve as a guideline for the assistance provided by the United Nations system to Haiti during the period 2002-2006, is to promote sustainable human development through action to combat poverty and social exclusion, the strengthening of the rule of law, and the protection, observance and achievement of human rights.
- **Two integrating strategic themes** have also been identified, namely action to combat poverty and education as an engine of development.
- **Two common targets** will be the specific focus of the activities undertaken within the UNDAF framework, namely vulnerable groups whose rights are not respected, among them women, children and the inhabitants of particularly disadvantaged rural areas, and those responsible for implementing and enforcing their rights.
- **Four integrated themes** must also be taken into account when formulating UNDAF-linked programmes, namely: HIV/AIDS, gender equity, conflict prevention and disaster prevention, preparation and response.
- **Three priority areas for intervention**: governance; basic social services; and food security/sustainable rural development; with, for each of these areas, the following targeted objectives and principal effects:
  - Governance:

    Objective: participating in the country's efforts aimed at the democratization of society at both the national and the grassroots levels.

    Targeted effects: (a) strengthening the regulation capacities of the key State institutions (including relations between the authorities); (b) contributing to the decentralization and deconcentration of the central authorities; (c) improving performance and access to justice; and (d) increasing social, national, local and regional cohesion, and promoting the exercise of fundamental rights.
  - Basic social services:

    Objectives: (a) helping to raise the level of education and training of the Haitian population through improvements to the education system; (b) supporting the economic and social integration of the population through productive employment and social protection; (c) helping to improve the health of the Haitian population in the areas of reproductive health, sexual and child health and sexually transmitted diseases (STDs)/AIDS; and (d) promoting the right to basic social services.

    Effects targeted: (a) improving the performance of the Haitian education system; (b) making the system of social protection effective and accessible; (c) furthering the conditions necessary for the creation of sustainable national resources via productive employment; and (d) improving the performance of the health system.
  - Food security and sustainable rural development:

    Objective: contributing to the food security of the population in the framework of sustainable rural development.

Targeted effects: (a) helping to relaunch agro-land reform; (b) helping to establish integrated and participatory management of catchment areas for a better use of space; (c) contributing to the development of (traditional and modern) bio-food networks and to alternative energy production; (d) facilitating access by vulnerable groups, particularly women, to private and public rural financial services; (e) capacity-building in the area of State planning and monitoring-evaluation of rural development, food security and natural resources management.

C. The World Bank, the International Monetary Fund and the Poverty Reduction Strategy Paper (PRSP)

60. Among the initiatives implemented following the CCA is the preparation by the Government of a poverty-reduction strategy to be set out in a Poverty Reduction Strategy Paper (PRSP), as recommended by the Board of Governors of the World Bank and the IMF in September 1999.

61. A PRSP sets out the conditions for financing access for countries under the Poverty Reduction and Growth Facility (PRGF) of the IMF and the International Development Association (IDA)-World Bank, and for countries wishing to obtain debt relief under the Heavily Indebted Poor Countries Initiative (HIPC).

62. The Haitian Government has made a start on preparations for the PRSP by setting up a working group whose members were to serve as technical interlocutors for an exploratory mission by the IMF and the World Bank initially planned for the summer of 2000. Given the dearth of social statistics in Haiti and the time required to collect them and thus be able to define the detailed indicators and benchmarks for the PRSP, the IMF and the World Bank have estimated that the formulation of a comprehensive PRSP will be possible only in two years' time, after a poverty assessment has been carried out to identify the basic data. The Government, the IMF and the World Bank have already reached agreement on preparing an interim PRSP that will support the activities aimed at collecting and processing the information needed to launch the formulation of a comprehensive PRSP. The interim PRSP could give access to financing under the PRGF.

D. Relations between the CCA/UNDAF and the PRSP

63. The PRSP is forward-looking and revolves around the elaboration of a macroeconomic framework and of an economic policy matrix, linked to specific performance indicators, to support poverty reduction. Like the CCA, it is intended to be elaborated with the participation of civil society, key donors and international finance institutions. It should also fit in with agreed international development goals. In the case of Haiti, the PRSP, the UNDAF and the Government's medium-term strategic plan will build on the findings of the CCA, especially with regard to the inevitable challenges posed by rapid growth and poverty reduction. The PRSP will take account of the programmes of the various partners, particularly within the United Nations system, to update social statistics and to assist in the preparation of the 2001 census. At the informal donor meeting held at the World Bank in Washington, D.C., on 4 May 2000, donors expressed the desire to participate actively from the outset in the PRSP process and urged that the latter should build on the United Nations-led CCA in Haiti.

IV. Observations

64. The resolution of the political, electoral and institutional crisis existing in Haiti since 1997 is a prerequisite for the formulation and implementation of a long-term development programme with the Government. In a letter dated 9 March 2001, which reached the Secretariat on 3 April, President Aristide expressed the desire that the post of Representative of the Secretary-General of the United Nations should be retained, with the mandate of facilitating dialogue between the political actors and contributing to the promotion of peace. The Secretary-General is currently engaged in consultations with the various interlocutors, in particular the Friends of Haiti and OAS, in order to assess the best way of responding to this request. In that regard, the report by the Secretary-General of OAS to that Organization's Permanent Council will play an important role in finding ways and means of reinforcing the democratic process in Haiti.

65. Nonetheless, in the context of the implementation of the Secretary-General's reform programme, significant progress has been achieved in terms of preparing instruments to improve the coordination of United Nations operational activities with the Haitian Government. The country team concluded the UNDAF in April 2001. This programming exercise by all United Nations agencies was undertaken on the basis of the CCA findings. At the same time, the Haitian Government focused its efforts on formulating its medium- and long-term strategic development framework, using, among other sources, the CCA to provide data and indicators for planning the country's development programmes.

66. In the context of reinforcing bilateral and multilateral cooperation with the Haitian Government, the Resident Coordinator plays a central role by contributing to the definition of a comprehensive vision of long-term development. The process needed to produce the UNDAF and the first stages of the PRSP has imparted momentum to consensus-building and helped to and win the respect of the partners of the international community. It must, however, be said that the political crisis has limited the preliminary work of the PRSP, which is a joint undertaking of the World Bank and UNDP. The importance of the exercise goes without saying and requires as much participation as the CCA/UNDAF in order to strengthen international action by means of a homogeneous and complementary strategy and to ensure that the Haitian authorities and the international actors adopt the framework document. The Resident Coordinator will continue the necessary work of advocating action to strengthen the operational links between the United Nations system, the Bretton Woods institutions and the donor community.

Notes

[1] New York, Oxford University Press, 2000.

[2] *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.

[3] See United Nations Environment Programme, *Convention on Biological Diversity* (Environmental Law and Institution Programme Activity Centre), June 1992.

[4] United Nations, *Treaty Series*, vol. 1771, No. 30822.

[5] Ibid., vol. 1954, No. 33480.